

MEMORANDUM

NATIONAL SECURITY COUNCIL

CHRON *Noted by Secrecrypt*
INFORMATION

June 25, 1975

MEMORANDUM FOR: GENERAL SCOWCROFT

FROM: CLINTON E. GRANGER *CEG*

SUBJECT: Mass Destruction Terrorism Crisis Management
Study (Status Report No. 2)

The ad hoc Study Group of the Working Group to Combat Terrorism has adopted terms of reference (Tab A) which closely parallels the earlier preliminary draft provided you (Tab B). The approved terms of reference are in complete consonance with our objectives.

The real work of the Study Group is now under way. The departments and agencies represented on the Study Group are preparing contributions (Tab C), due later this week. I will offer comments and suggestions on various topics as appropriate. After the contributions are received, a rough first draft of a report will be prepared and distributed for comments. The Study Group still hopes to complete its work in late July or early August, but I suspect that September is a more accurate prediction.

As I noted in my June 11th memo on this subject, the study is being conducted with as low a profile as possible. However, word of this effort has apparently reached the Hill, as predicted. Inquiries by Senate staffers have been received by the Chairman of the Study Group. In order to be prepared to answer further inquiries, a guidance paper has been prepared by State (Tab D). We have nothing to hide in the conduct of this study, indeed the Executive Branch would be derelict in its duty if it did not, and this comes across well in the guidance paper.

I will keep you informed of the progress of this effort.

ON-FILE NSC RELEASE INSTRUCTIONS APPLY

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18 JUN 1975

DRAFT REVISED TERMS OF REFERENCEMASS DESTRUCTION TERRORISM CRISIS MANAGEMENT REVIEWBackground:

Secretary Kissinger, In his May 12 speech in St. Louis; warned that "as nuclear weapons proliferate, nuclear catastrophe looms more plausible -- whether through design or miscalculation, accident, theft, or blackmail." His statement is a reflection of the increasing attention which has been paid over the past several years, including by a number of Congressional committees, to the potential for terrorist threats involving material capable of inflicting mass casualties, particularly the threat of nuclear terrorism but also that of chemical and biological agents.

Thus far, the focus of Executive Branch efforts to combat this threat has been upon nuclear weapons and materials physical security and accounting procedures, as well as immediate response procedures in the event such measures are unsuccessful. In addition, however, it is important to review procedures and guidelines for managing the over-all USG response should terrorist use, or threaten to use mass destruction means.

Review Group:

Under the auspices of the Working Group of the Cabinet Committee to Combat Terrorism, a review group is hereby formed to conduct an initial inquiry into the problem of management of a crisis involving a terrorist threat to use (or the actual use of) mass destruction means in order to determine what, if any, further study/review is required. The review group will be composed of representatives of the Department of State, the Department of Defense (ISA), the FBI, the NSC Staff, the Office of

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Preparedness (GSA), the Energy Research and Development Administration (ERDA), and the Nuclear Regulatory Commission. The review group will be chaired by Mr. Robert M. Kupperman, acting on behalf of the Chairman, CCCT/WG.

Review Scope:

The review begins at the point at which a credible terrorist threat involving the possible use of nuclear or other means of mass destruction has been identified. It will address the problem in broad general terms, keeping detail to the minimum necessary to develop major points.

Review Agenda:

1. Survey established procedures for managing the crisis created by a credible terrorist threat to use means of mass destruction; (e.g., jurisdictions, communications, coordination, decision-making, public relations).
2. Survey planning work in progress or contemplated which is relevant to the problem of managing such a crisis.
3. Develop the key policy issues and management problems which are associated with the problem.
4. Identify those policy issues/management problems which should be studied in greater detail, and make recommendations on the manner and forum in which such studies should be pursued.

The review group should submit a report covering the above areas to the Working Group of the Cabinet Committee to Combat Terrorism by mid-July 1975.

Robert A. Fearey, Chairman
Working Group/Cabinet Committee
to Combat Terrorism

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June 2, 1975

TERMS OF REFERENCEMASS DESTRUCTION TERRORISM CRISIS MANAGEMENT STUDYBackground

Secretary Kissinger, in his May 12 speech in St. Louis, warned that "as nuclear weapons proliferate, nuclear catastrophe looms more plausible -- whether through design or miscalculation, accident, theft, or blackmail." His statement is a reflection of the increasing attention which has been paid over the past several years, including by a number of Congressional committees, to the potential for terrorist threats involving weapons capable of inflicting mass fatalities, particularly the threat of nuclear terrorism but also that of chemical and biological agents.

Thus far the focus of Executive Branch efforts to combat this threat has been upon nuclear weapons and materials physical security and accounting measures. Relatively little attention has been paid to the question of what the USG should do in the event these measures are unsuccessful and nuclear (or other mass fatality) weapons are stolen by terrorists or terrorists are able to assemble such weapons. Carefully developed procedures and guidelines for managing the response of the USG to terrorists threats to employ such weapons should be established.

Study Group

Under the auspices of the Working Group of the Cabinet Committee to Combat Terrorism, a study group is hereby formed to prepare a preliminary assessment of the operational problems the USG can anticipate in the event of terrorists plausibly threatening to employ an agent of mass destruction, and to make recommendations ^{on additional steps leading to} for substantive governmental actions. The study group will be composed of representatives of the Department of State (ACDA), the Department of Defense (ISA), the FBI, the NSC Staff, the Office of Preparedness (GSA), the Energy Research and Development Administration (ERDA), and the Nuclear Regulatory Commission. The study group will be chaired by the representative of the U.S. Arms Control and Disarmament Agency.

Study Agenda

The study group will:

-- ~~Review the current adequacy of~~ ^{Survey} domestic and international mechanisms for responding to a terrorist threat involving nuclear, chemical and biological weapons.

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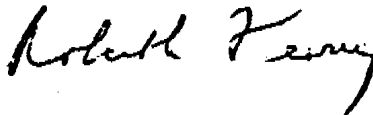
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-- Survey planning work presently available or in preparation which may be relevant to the management problems and policy issues which would face the USG both domestically and internationally in the event of such a crisis.

-- Identify those key policy issues and management problems which should be studied in greater detail in order that specific recommendations for substantive USG action in this area might be developed.

-- Make recommendations on the manner in which these issues and problems can receive detailed examination and on how the results of this work should be evaluated and applied to the development of specific recommendations for USG action both domestically and internationally.

The study group should submit a report covering the above areas to the Working Group of the Cabinet Committee to Combat Terrorism by mid-July 1975.



Robert A. Fearey, Chairman
Working Group/Cabinet Committee
to Combat Terrorism

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(Submissions due by June 26)

6/12/75

R. H. Kupperman
D R A F T

OUTLINE

MASS DESTRUCTION TERRORISM STUDY

- A. Introduction
- B. The Threat
 - 1. Effects of nuclear explosive, radiological, chemical, and biological weapons
(Defence, ERDA, NRC)
 - 2. Representative scenarios
(Dr. Kupperman)
 - 3. Specialized targets
(Dr. Kupperman; suggestions from other agencies)
- C. Mass Destruction Extortions to Date
(FBI - Domestic; CIA - International)
- D. Review of Relevant Agency Authorities and Activities to Date; Problem Areas
(All Agencies)
- E. Domestic Management Concerns
 - 1. "The Government Nervous System" and information flow requirements --
(All Agencies coordinated by Mr. Eisenstein of ERDA)
 - a. Interagency communication
(All Agencies coordinated by Mr. Eisenstein of ERDA)
 - b. Federal, state and local roles and relationships
(Office of Preparedness)
 - c. Public Affairs
(State, ERDA, FBI, OP)
 - d. International cooperation and aid
(State)
 - 2. Assessing the threat
 - a. Technical advice and support
(ERDA - Defence - NRC)
 - b. Threat verification
(ERDA - Defence - NRC)
 - c. Evaluating possible consequences of the threat
(ERDA - Defence - NRC)
 - d. Political and behavioral threat assessment - political fanatics, criminals, psychotics?
(Behavioral Science Resources Group of CCCT/106 - FBI)
 - e. Bargaining considerations (money, political concessions, weapons, etc.)
(FBI - Domestic; State - International)

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3. Contingency mechanisms
(All Agencies)
4. ~~Post~~ Disaster Operations, *Preparing for*
(Office of Preparedness)
- F. International Operations - many of the same considerations outlined in Domestic Management apply to international threats.
 1. International communications - sharing of data banks, technical information and personnel
(State, ERDA, Defense)
 2. Support to threatened foreign governments - assistance arrangements with allies and others
(State, ERDA, Defense)
 3. Foreign intelligence generation
(CIA, DIA)
 4. International cooperation and agreements
(State Legal Advisor)
 - a. Extradition agreements (eliminating safe havens) and uniform penalties
 - b. Sanctions against non-cooperating nations
 - c. Indemnification for risks taken on behalf of other nations
 - d. International Institutions
- G. Legal ~~Considerations~~ *Problems*, *Survey of Possible*
(Justice Department)
 1. Invasion of privacy
 2. Search and seizure issues
 3. Mechanisms for payoff
 4. ~~New legislation~~ *mechanism for incentives for information (e.g., rewards)*
 5. *New legislation*
- H. Conclusions and Recommendations for Further Study

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Response to Queries

The Cabinet Committee to Combat Terrorism and its subordinate Working Group are responsible for considering the most effective means to prevent terrorism here and abroad, and for taking the lead within the Government in establishing procedures to ensure that the Government can take appropriate action in response to acts of terrorism swiftly and effectively.

There is a possibility that the Government may in the indeterminate future be faced with credible terrorist threats involving weapons or materials of mass destruction. In pursuance of its normal responsibilities the Cabinet Committee/Working Group recently established a Study Group to conduct an initial examination of the relevant issues and policy considerations connected with management of such threats. The Study Group is composed of representatives from the State Department, the National Security Council Staff, the Department of Justice, the Federal Bureau of Investigation, the Office of Preparedness, the Department of Defense, the Energy Research and Development Administration and the Nuclear Regulatory Commission.

The study is a preliminary survey and will be of short duration probably ending in early August. It would be premature to make any further comments at this time.